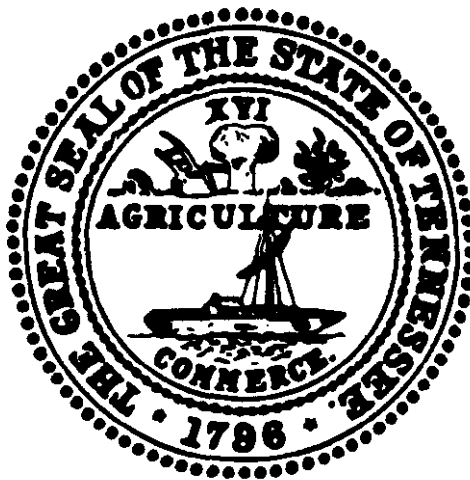


AUDIT REPORT

OFFICE COPY
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Southwest Community Services Agency

**For the Year Ended
June 30, 1997**



**STATE OF TENNESSEE
COMPTROLLER OF THE TREASURY**

Department of Audit

Division of State Audit



Arthur A. Hayes, Jr., CPA
Director

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STATE OF TENNESSEE

William R. Snodgrass
Comptroller

COMPTROLLER OF THE TREASURY

STATE CAPITOL
NASHVILLE, TENNESSEE 37243-0280
PHONE (615) 741-2501

October 28, 1998

The Honorable Don Sundquist, Governor
and
Members of the General Assembly
State Capitol
Nashville, Tennessee 37243
and
Board of Directors
Southwest Community Services Agency
Jackson, Tennessee 38305

Ladies and Gentlemen:

Transmitted herewith is the financial and compliance audit of the Southwest Community Services Agency, formerly the Southwest Community Health Agency, for the year ended June 30, 1997. You will note from the independent auditor's report that an unqualified opinion was given on the fairness of the presentation of the financial statements.

Consideration of internal control over financial reporting and tests of compliance disclosed deficiencies, which are detailed in the Results of the Audit section of this report. The agency's management has responded to the audit findings; the responses are included following each finding. The Division of State Audit will follow up the audit to examine the application of the procedures instituted because of the audit findings.

Very truly yours,

A handwritten signature in black ink, appearing to read "W. R. Snodgrass".

W. R. Snodgrass
Comptroller of the Treasury

WRS/sk
97/015

State of Tennessee

A u d i t H i g h l i g h t s

Comptroller of the Treasury

Division of State Audit

**Financial and Compliance Audit
Southwest Community Services Agency
For the Year Ended June 30, 1997**

AUDIT OBJECTIVES

The objectives of the audit were to consider the agency's internal control over financial reporting; to determine compliance with certain provisions of laws, regulations, contracts, and grants; to determine the fairness of the presentation of the financial statements; and to recommend appropriate actions to correct any deficiencies.

INTERNAL CONTROL FINDING

Monitoring of Subrecipients Not Adequate

The agency's subrecipient monitoring procedures were not sufficient to detect possible non-compliance with contract/grant terms (page 8).

COMPLIANCE FINDING

Funds Committed Without Approval

The agency entered into a fiscal year 1998 contract with the Department of Health before the fiscal year 1998 Plan of Operation was approved (page 7).

OPINION ON THE FINANCIAL STATEMENTS

The opinion on the financial statements is unqualified.

Audit Report
Southwest Community Services Agency
For the Year Ended June 30, 1997

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Southwest Community Services Agency For the Year Ended June 30, 1997

INTRODUCTION

POST-AUDIT AUTHORITY

This is a report on the financial and compliance audit of the Southwest Community Services Agency. The audit was conducted pursuant to Section 37-5-313, *Tennessee Code Annotated*, which authorizes the Comptroller of the Treasury to "make an annual audit of the program established by this part as part of the comptroller's annual audit pursuant to Section 9-3-211."

BACKGROUND

Tennessee's 12 community health agencies were created by Chapter 567 of the Public Acts of 1989, known as the Community Health Agency Act of 1989. This legislation established a defined system of health services to make health care available to the indigent citizens of Tennessee. The community health agencies determined areas of need in their geographic areas and ensured that services were available to meet those needs.

In May 1996, legislation known as the Community Services Agency Act of 1996 replaced the community health agencies with the community services agencies. The purpose of these agencies is to coordinate funds and programs designated for care of children and other citizens in the state.

The Southwest Community Services Agency comprises the following counties: Chester, Decatur, Fayette, Hardeman, Hardin, Haywood, Henderson, Lauderdale, Madison, McNairy, and Tipton. The agency's administrative offices are in Jackson, Tennessee.

The governing body of the Southwest Community Services Agency is the board of directors. As of June 30, 1997, the board was composed of 12 members. (See Appendix.)

The agency's programs are carried out by a staff under the supervision of the executive director, who is appointed by the Commissioner of the Department of Children's Services subject to the approval of the board.

AUDIT SCOPE

The audit was limited to the period July 1, 1996, through June 30, 1997, and was conducted in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Financial statements are presented for the year ended June 30, 1997, and for comparative purposes, the year ended June 30, 1996. The Southwest Community Services Agency has been included as a component unit in the *Tennessee Comprehensive Annual Financial Report*.

OBJECTIVES OF THE AUDIT

The objectives of the audit were

1. to consider the agency's internal control over financial reporting to determine auditing procedures for the purpose of expressing an opinion on the financial statements;
 2. to determine compliance with certain provisions of laws, regulations, contracts, and grants;
 3. to determine the fairness of the presentation of the financial statements; and
 4. to recommend appropriate actions to correct any deficiencies.
-

PRIOR AUDIT FINDINGS

There were no findings in the prior audit report.

OBSERVATIONS AND COMMENTS

Department of Health Contract

During the audit period, the Southwest Community Services Agency entered into a contract with the Department of Health, specifying that the agency would operate the Community

Development Program and the Children's Special Services Care Coordination Program (CSS). The department's participation in these programs, however, was greater than indicated in the contract. The department operated the programs, and the agency served mainly as a fiscal agent.

The Department of Health informed the community services agencies (CSAs) in November 1995 that all existing Community Development Program staff and equipment would be transitioned to the department's regional offices. Filled positions would move to the regional offices as soon as space was available. The CSAs were responsible for posting the vacant positions, but the Department of Health's regional directors would interview applicants and make recommendations to hire. The regional directors would also be responsible for supervising all Community Development staff and for operating the program.

For the CSS program, the Department of Health selected the personnel to be hired and set the salary schedules. Those hired under the CSS contract also worked in the counties or regional health offices and were supervised by Department of Health employees.

The salaries for all program employees, travel costs, and other program costs were paid by agency checks. The Department of Health reimbursed the agency for these costs, including the agency's administrative costs for serving as a fiscal agent.

The Attorney General has previously advised that contracts of this type are unauthorized. The contracts with the Southwest Community Services Agency and other agencies serving the Department of Health were also noted in the most recent audit report on the department.

Mentoring Services--Special Investigation

One February 19, 1998, the agency notified our office that a youth counselor had submitted falsified invoices in October 1997. Although the agency immediately stopped payment on the October check to the counselor, agency officials did not contact our office until after they determined that the counselor was also on the payroll at the Boys and Girls Club of Jackson working under a program funded through the Southwest Community Services Agency.

Our review determined that the counselor billed the agency in October 1997 for \$183 of services he did not actually provide. Our review also revealed that an additional \$116 in services had previously been paid to the counselor for mentoring services that overlapped with the hours he was on the payroll at the Boys and Girls Club. This activity was not approved by agency staff, and such an arrangement did not appear to justify a dual payment for service. However, the \$116 was not questioned because the overlapping services were apparently rendered and were not precluded by the verbal agreement between the counselor and the agency.

In the future, agency officials should notify our office immediately of suspected fraud to enable a timely review of the matter and should consider implementing procedures to monitor the invoices mentors submit to prevent situations such as dual services.

RESULTS OF THE AUDIT

AUDIT CONCLUSIONS

Internal Control Over Financial Reporting

As part of the audit of the agency's financial statements for the year ended June 30, 1997, we considered internal control over financial reporting to determine auditing procedures for the purpose of expressing an opinion on the financial statements, as required by generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. A reportable condition, along with the recommendation and management's response, is detailed in the findings and recommendations. Consideration of internal control over financial reporting disclosed no material weaknesses.

Compliance

The results of our audit tests disclosed no instances of noncompliance that are required to be reported under *Government Auditing Standards*. An immaterial instance of noncompliance, along with the recommendation and management's response, is included in the findings and recommendations.

Fairness of Financial Statement Presentation

The Division of State Audit has rendered an unqualified opinion on the financial statements of the Southwest Community Services Agency.



**STATE OF TENNESSEE
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**Report on Compliance and on Internal Control Over Financial Reporting
Based on an Audit of Financial Statements
Performed in Accordance With *Government Auditing Standards***

April 2, 1998

The Honorable W. R. Snodgrass
Comptroller of the Treasury
State Capitol
Nashville, Tennessee 37243

Dear Mr. Snodgrass:

We have audited the financial statements of the Southwest Community Services Agency, a component unit of the State of Tennessee, as of and for the year ended June 30, 1997, and have issued our report thereon dated April 2, 1998. We conducted our audit in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States.

Compliance

As part of obtaining reasonable assurance about whether the agency's financial statements are free of material misstatement, we performed tests of the agency's compliance with certain provisions of laws, regulations, contracts, and grants, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance that are required to be reported under *Government Auditing Standards*.

We did, however, note an immaterial instance of noncompliance that we have included in the Findings and Recommendations section of this report. We also noted certain other less significant instances of noncompliance that we have reported to the agency's management in a separate letter.

The Honorable W. R. Snodgrass
April 2, 1998
Page Two

Internal Control Over Financial Reporting

In planning and performing our audit, we considered the agency's internal control over financial reporting in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide assurance on the internal control over financial reporting. However, we noted a certain matter involving the internal control over financial reporting and its operation that we consider to be a reportable condition. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control over financial reporting that, in our judgment, could adversely affect the agency's ability to record, process, summarize, and report financial data consistent with management's assertions in the financial statements.

The following reportable condition was noted: Monitoring of subrecipients is not adequate. This condition is described in the Findings and Recommendations section of this report.

A material weakness is a condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal control that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weakness. However, we believe the reportable condition described above is not a material weakness.

We also noted other matters involving the internal control over financial reporting which we have reported to the agency's management in a separate letter.

This report is intended for the information of the General Assembly of the State of Tennessee and management. However, this report is a matter of public record, and its distribution is not limited.

Sincerely,

A handwritten signature in black ink, appearing to read "Arthur A. Hayes, Jr.", with a stylized flourish at the end.

Arthur A. Hayes, Jr., CPA, Director
Division of State Audit

AAH/sk

FINDINGS AND RECOMMENDATIONS

1. The agency committed funds without approval

Finding

The Southwest Community Services Agency (CSA) entered into a fiscal year 1998 contract with the Department of Health before the fiscal year 1998 Plan of Operation was approved. The Plan of Operation is the legal instrument governing the activities of CSA [*Tennessee Code Annotated*, Section 37-5-310(a)] and must be approved by the Commissioner of Children's Services, the Commissioner of Finance and Administration, and the Comptroller of the Treasury. Therefore, the agency agreed to perform services and may have committed state and federal funds before it had approval to do so. According to the *Community Health Agency Rules and Regulations* governing the CSAs, the agency could have continued operating under the fiscal year 1997 contract with the Department of Health, provided funds were still available.

Recommendation

The Southwest Community Services Agency should not enter into contracts until the Plan of Operation has been approved. If the new fiscal year Plan of Operation is not approved on July 1, the agency should continue under the previous year's plan, provided funds are available.

Management's Comment

We concur. We agree that the specified contract with the Department of Health was, in fact, executed prior to the formal approval of the agency's fiscal year 1998 Plan of Operation. The agency was informed by the Department of Health that under their policies no funds for continuing program operations could be, or would be, made available to the agency on or after July 1, 1997 absent the agency's execution of the contract documents on the Department of Health's requested time schedule, which ended prior to the final approval of fiscal year 1998 Plan of Operation. Therefore, the agency executed the contract documents as requested by the Department of Health with a focus on continuing to provide, on an uninterrupted basis, the essential program services provided to the programs' various clientele under this contract. Had we not executed the contract as instructed by the Department of Health, we also would have been placed in the position of having no reasonable choice but to discontinue these program operations, thereby having to place all program staff on unpaid furlough status (a total of 11 employees). Additionally, we had submitted our Plan of Operation in a timely manner prior to April 1, 1997, and we were under the impression that it would be approved by July 1, 1997, the date on which the contract became effective. At no point did the agency intend to circumvent the applicable Rules and Regulations governing our operations. Our only intent was to insure that essential services to the population we serve were not interrupted. In the future, the agency will not execute such contractual agreements until such time as formal approval of our Plan of Operation for the operating period has been obtained.

2. Monitoring of subrecipients is not adequate

Finding

The subrecipient monitoring procedures of Southwest Community Services Agency are not adequate. A review of a contract Southwest CSA entered into with a subrecipient to administer an agency program revealed several instances in which the subrecipient was not complying with contract terms. In addition, a review of the subrecipient's expenditure reports revealed several questionable items that should have been investigated and resolved by the agency before payments were made. This possible noncompliance with contract terms was not detected by agency personnel because they failed to adequately review the expenditure reports and monitor the contractor for compliance.

The agency cannot determine compliance with applicable laws, regulations, and contract terms if appropriate subrecipient monitoring procedures are not performed for related grants and contracts. Furthermore, funds could be used for objectives not associated with the grants or contracts, and subrecipient errors and irregularities could occur and not be detected.

Recommendation

The executive director of the Southwest Community Services Agency should assign specific responsibility for monitoring all subrecipients of agency funds. The accounting staff should promptly review the subrecipient reports for accuracy and for compliance. All monitoring efforts should be sufficiently documented, and deficiencies should be promptly reported to subrecipients. Agency staff should communicate deficiencies and recommendations to correct those deficiencies to the subrecipients. Agency staff should follow up to determine whether subrecipient deficiencies have been corrected. The follow-up action should also be documented. The executive director should review existing monitoring policies and determine if new or additional policies should be developed to improve monitoring efforts.

Management's Comment

We concur. Under the previous executive director's administrative staff structure, there was potential for breakdowns involving subrecipient contract management, as the employee responsible for these duties was not supervised by the fiscal director. Additionally, key contract monitoring procedures, duties, and responsibilities were not clearly defined. The recently appointed executive director has already taken steps to insure compliance in the area of subrecipient contracts management. He has reorganized the administrative staff so that all duties and responsibilities relating to the maintenance and monitoring of agency contracts are supervised by the fiscal director. In addition, the agency is in the process of establishing a standard protocol for the monitoring portion of subrecipient contracts.

We would also like to note that this agency did not renew the contract of the subrecipient agency in question for the fiscal year ending June 30, 1999.



**STATE OF TENNESSEE
COMPTROLLER OF THE TREASURY
DEPARTMENT OF AUDIT
DIVISION OF STATE AUDIT**

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Independent Auditor's Report

April 2, 1998

The Honorable W. R. Snodgrass
Comptroller of the Treasury
State Capitol
Nashville, Tennessee 37243

Dear Mr. Snodgrass:

We have audited the accompanying combined balance sheets of the Southwest Community Services Agency, a component unit of the State of Tennessee, as of June 30, 1997, and June 30, 1996, and the related statements of revenues, expenditures, and changes in fund balances for the years then ended and the statement of changes in assets and liabilities of the agency fund for the year ended June 30, 1997. These financial statements are the responsibility of the agency's management. Our responsibility is to express an opinion on these financial statements, based on our audits.

We conducted our audits in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe our audits provide a reasonable basis for our opinion.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Southwest Community Services Agency as of June 30, 1997, and June 30, 1996, and the results of its operations for the years then ended in conformity with generally accepted accounting principles.

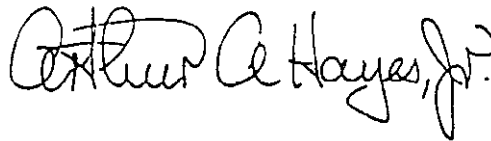
The Honorable W. R. Snodgrass
April 2, 1998
Page Two

As discussed in Note 7 to the financial statements, the agency implemented GASB Statement 27, "Accounting for Pensions by State and Local Government Employers," in conformity with generally accepted accounting principles.

The Schedule of Funding Progress for Southwest Community Services Agency is not a required part of the basic financial statements but is supplementary information required by the Governmental Accounting Standards Board. We have applied certain limited procedures, which consisted principally of inquiries of management regarding the methods of measurement and presentation of the supplementary information. However, we did not audit the information and express no opinion on it.

In accordance with *Government Auditing Standards*, we have also issued our report dated April 2, 1998, on our consideration of Southwest Community Services Agency's internal control over financial reporting and our test of its compliance with certain provisions of laws, regulations, contracts, and grants.

Sincerely,

A handwritten signature in black ink, reading "Arthur A. Hayes, Jr." with a stylized, cursive script.

Arthur A. Hayes, Jr., CPA, Director
Division of State Audit

AAH/sk

SOUTHWEST COMMUNITY SERVICES AGENCY
COMBINED BALANCE SHEETS
ALL FUND TYPES AND ACCOUNT GROUPS
JUNE 30, 1997, AND JUNE 30, 1996

	June 30, 1997					June 30, 1996				
	Governmental Fund Type	Fiduciary Fund Type	Account Groups		Totals (Memorandum Only)	Governmental Fund Type	Fiduciary Fund Type	Account Groups		Totals (Memorandum Only)
	General Fund	Agency Fund	General Fixed Assets	General Long-Term Obligations		General Fund	Agency Fund	General Fixed Assets	General Long-Term Obligations	
Assets and Other Debit										
Assets:										
Cash	\$ 1,327,788.25	\$ -	\$ -	\$ -	\$ 1,327,788.25	\$ 791,778.04	\$ -	\$ -	\$ -	\$ 791,778.04
Investments (Notes 1 and 8)	-	66,464.09	-	-	66,464.09	-	43,827.84	-	-	43,827.84
Prepaid items	2,906.41	-	-	-	2,906.41	5,000.30	-	-	-	5,000.30
Accounts receivable	2,023.36	-	-	-	2,023.36	29,301.02	-	-	-	29,301.02
Due from primary government (Note 3)	1,160.60	-	-	-	1,160.60	58,222.96	-	-	-	58,222.96
Due from community services agencies	2,469.52	-	-	-	2,469.52	-	-	-	-	-
General fixed assets (Note 4):	-	-	98,303.03	-	98,303.03	-	-	82,999.03	-	82,999.03
Furniture and equipment	-	-	-	-	-	-	-	11,514.00	-	11,514.00
Leased equipment	-	-	-	-	-	-	-	-	-	-
Other debit:										
Amount to be provided for retirement of general long-term obligations (Note 5)	-	-	-	118,766.65	118,766.65	-	-	-	100,533.87	100,533.87
Total Assets and other debit	\$ 1,336,348.14	\$ 66,464.09	\$ 98,303.03	\$ 118,766.65	\$ 1,619,881.91	\$ 884,302.32	\$ 43,827.84	\$ 94,513.03	\$ 100,533.87	\$ 1,123,177.06
Liabilities, Other Credit, and Fund Balances										
Liabilities:										
Accounts payable	\$ 84,886.40	\$ -	\$ -	\$ -	\$ 84,886.40	\$ 32,488.89	\$ -	\$ -	\$ -	\$ 32,488.89
Checks payable (Note 2)	-	-	-	-	-	40,859.80	-	-	-	40,859.80
Accrued payroll	167,567.73	-	-	-	167,567.73	137,517.50	-	-	-	137,517.50
Accrued payroll taxes and benefits	12,036.24	-	-	-	12,036.24	21,605.70	-	-	-	21,605.70
Accrued annual leave (Note 5)	-	-	-	118,766.65	118,766.65	-	-	-	97,456.35	97,456.35
Capital lease obligations (Note 5)	-	-	-	-	-	-	-	-	3,077.52	3,077.52
Due to community services agencies	343.48	-	-	-	343.48	-	-	-	-	-
Due to primary government (Note 3)	328,381.40	-	-	-	328,381.40	136,134.05	-	-	-	136,134.05
Amounts held in custody for others	-	66,464.09	-	-	66,464.09	-	43,827.84	-	-	43,827.84
Total liabilities	593,215.25	66,464.09	-	118,766.65	778,441.99	368,605.94	43,827.84	-	100,533.87	512,967.65
Other credit:										
Investment in general fixed assets (Note 4)	-	-	98,303.03	-	98,303.03	-	-	94,513.03	-	94,513.03
Fund balances:										
Reserved for prepaid items	2,906.41	-	-	-	2,906.41	5,000.30	-	-	-	5,000.30
Unreserved	740,226.48	-	-	-	740,226.48	510,696.08	-	-	-	510,696.08
Total other credit and fund balances	743,132.89	-	98,303.03	-	841,431.92	515,696.38	-	94,513.03	-	610,209.41
Total liabilities, other credit, and fund balances	\$ 1,336,348.14	\$ 66,464.09	\$ 98,303.03	\$ 118,766.65	\$ 1,619,881.91	\$ 884,302.32	\$ 43,827.84	\$ 94,513.03	\$ 100,533.87	\$ 1,123,177.06

The Notes to the Financial Statements are an integral part of this statement.

SOUTHWEST COMMUNITY SERVICES AGENCY
STATEMENTS OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES
FOR THE YEARS ENDED JUNE 30, 1997, AND JUNE 30, 1996

	<u>General Fund</u>	
	For the Year Ended June 30, 1997	For the Year Ended June 30, 1996
Revenues		
State grants and contracts	\$ 4,133,081.41	\$ 3,785,903.21
TennCare contract services	183,486.29	159,637.98
Current services revenue	13,500.00	0.00
Interest	63,182.07	43,511.81
Total revenues	<u>4,393,249.77</u>	<u>3,989,053.00</u>
Expenditures		
Salaries and wages	2,625,267.52	2,433,708.31
Fringe benefits	703,876.16	646,013.11
Travel/conferences	131,516.52	122,810.06
Printing	6,294.33	2,287.60
Occupancy	75,442.00	70,605.00
Equipment rental and maintenance	64,713.12	52,887.26
Telephone	117,329.64	111,112.01
Professional services	192,211.98	284,016.59
Supplies	41,455.99	29,462.56
Insurance	1,551.00	1,613.54
Grants and subsidies	180,977.65	58,032.00
Postage	8,769.15	11,485.40
Furniture and equipment (Note 4)	15,304.00	8,577.77
Capital lease principal	949.28	2,546.58
Capital lease interest	154.92	766.02
Total expenditures	<u>4,165,813.26</u>	<u>3,835,923.81</u>
Excess of revenues over expenditures	227,436.51	153,129.19
Fund balances, July 1	<u>515,696.38</u>	<u>362,567.19</u>
Fund balances, June 30	<u>\$ 743,132.89</u>	<u>\$ 515,696.38</u>

The Notes to the Financial Statements are an integral part of this statement.

SOUTHWEST COMMUNITY SERVICES AGENCY
 STATEMENT OF CHANGES IN ASSETS AND LIABILITIES
 AGENCY FUND
 FOR THE YEAR ENDED JUNE 30, 1997

	<u>Balance July 1, 1996</u>	<u>Additions</u>	<u>Deletions</u>	<u>Balance June 30, 1997</u>
<u>Assets</u>				
Investments (Note 1)	\$ <u>43,827.84</u>	\$ <u>23,671.03</u>	\$ <u>1,034.78</u>	\$ <u>66,464.09</u>
<u>Liabilities</u>				
Amounts held in custody for others	\$ <u>43,827.84</u>	\$ <u>23,671.03</u>	\$ <u>1,034.78</u>	\$ <u>66,464.09</u>

The Notes to the Financial Statements are an integral part of this statement.

Southwest Community Services Agency
Notes to the Financial Statements
June 30, 1997, and June 30, 1996

NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

A. Reporting Entity

In May 1996, the Tennessee General Assembly replaced the community health agency (CHA) with the community services agency (CSA). Although the agency's mission has changed from providing health care services to indigent citizens in the state to coordinating care for children and other citizens in the state, CHA employees, financial assets and obligations, and fund balances now belong to the CSA. The Southwest CSA works in conjunction with the Tennessee Department of Children's Services to coordinate "funds or programs designated for care of children and other citizens in the state."

Factors considered in determining reporting status were not affected by the above legislation. Title 37, Chapter 5, of *Tennessee Code Annotated* established the CSA as "a political subdivision and instrumentality of the state." The Southwest Community Services Agency is a component unit of the State of Tennessee and is discretely presented in the *Tennessee Comprehensive Annual Financial Report*. Although the CSA is a separate legal entity, the state is financially accountable for the CSA because the state appoints a majority of the CSA's governing body and approves the CSA's Plan of Operation (budget).

B. Basis of Presentation

The accompanying financial statements have been prepared in conformity with generally accepted accounting principles as prescribed by the Governmental Accounting Standards Board (GASB). Certain amounts presented for the preceding year have been reclassified for comparative purposes.

C. Fund Structure, Basis of Accounting, and Measurement Focus

The financial records of the Southwest CSA are maintained on the modified accrual basis of accounting. Under this basis, revenues are recognized when they become measurable and available, and expenditures are recognized when the related fund liability is incurred.

The general fund is presented using the flow of current financial resources measurement focus. The agency fund is custodial in nature and does not measure results of operations or have a measurement focus.

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

The agency's accounts are organized and operated on the basis of fund types and account groups. A fund is an independent fiscal and accounting entity with a self-balancing set of accounts. Fund accounting segregates funds according to their intended purpose and is used to aid management in demonstrating compliance with finance-related legal and contractual provisions. The minimum number of funds is maintained consistent with legal and managerial requirements. Account groups are a reporting device to account for certain assets and liabilities of the governmental fund not recorded directly in that fund.

The agency's financial activities reported in the accompanying statements are classified into two fund types and two account groups:

Governmental Fund Type

General Fund—used to account for all resources not accounted for in another fund.

Fiduciary Fund Type

Agency Fund—used to account for *Internal Revenue Code*, Section 457, deferred compensation plan balances.

Account Groups

General Fixed Assets Account Group (GFAAG)—used to account for all the agency's fixed assets. The GFAAG is not a fund, but rather a management control and accountability listing of the agency's general fixed assets.

General Long-Term Obligations Account Group—used to account for capital leases and annual leave obligations. The General Long-Term Obligations Account Group is not a fund, but rather a separate set of self-balancing accounts that provides certain information about the agency's noncurrent liabilities.

D. Totals (Memorandum Only)

The total columns of the combined balance sheets are captioned "Memorandum Only" to indicate that they are presented only to facilitate financial analysis. Data in these columns do not present financial position in conformity with generally accepted accounting principles. Neither are such data comparable to a consolidation.

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

E. Budgetary Process

Legislation requires the CSA board to submit an annual plan of operation for review and approval to the Commissioners of the Tennessee Departments of Children's Services and Finance and Administration and to the Comptroller of the Treasury. As part of this plan, the CSA is to submit a financial plan for operating and capital expenditures. The agency's financial plan is prepared on the modified accrual basis of accounting. The Plan of Operation may be amended during the year with the written approval of the commissioners and the Comptroller.

The agency does not have an annual appropriated budget. The Plan of Operation serves as an annual financial plan for budgetary purposes.

F. Investments

This classification consists of investments in the deferred compensation plan valued at fair value.

G. Prepaid Items

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items.

NOTE 2. DEPOSITS

The agency's bank accounts are in financial institutions which participate in the bank collateral pool administered by the Treasurer of the State of Tennessee. The securities pledged to protect these accounts are pledged in the aggregate rather than against each individual account. The members of the pool may be required by agreement to pay an assessment to cover any deficiency. Under this additional assessment agreement, public fund accounts covered by the pool are considered to be insured for purposes of credit risk disclosure.

At June 30, 1997, the carrying amount of the agency's deposits was \$4,050.20, and the bank balance was \$68,889.40. The entire bank balance was insured.

At June 30, 1996, the carrying amount of the agency's deposits was \$(40,859.80), and the bank balance was \$28,945.98. The entire bank balance was insured.

**Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996**

At June 30, 1997, and June 30, 1996, the agency had deposits in the State of Tennessee Local Government Investment Pool administered by the State Treasurer of \$1,323,688.05 and \$791,728.04, respectively.

At June 30, 1997, and June 30, 1996, petty cash on hand was \$50.00.

NOTE 3. DUE FROM/TO PRIMARY GOVERNMENT

June 30, 1997

Due From:	
Local Government Group Insurance	\$ <u>1,160.60</u>
Total due from primary government	\$ <u><u>1,160.60</u></u>
Due To:	
Department of Health-program funds	\$ 128,575.67
Department of Children's Services-program funds	65,326.64
Department of Children's Services-leased equipment/office space	80,305.43
Department of Correction-program funds	7,116.59
Department of the Treasury-retirement contributions	13,958.35
Department of Employment Security-unemployment taxes	130.03
Comptroller of the Treasury-audit fees	20,376.52
Department of Finance and Administration-Office for Information Resources	12,522.17
Department of Health - Vital Records	<u>70.00</u>
Total due to primary government	\$ <u><u>328,381.40</u></u>

June 30, 1996

Due From:	
Department of Health-program funds	\$ 56,497.06
Local Government Group Insurance	<u>1,725.90</u>
Total due from primary government	\$ <u><u>58,222.96</u></u>

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

June 30, 1996 (Cont.)

Due To:	
Department of Health—program funds	\$ 12,024.46
Department of Children's Services—program funds	87,298.97
Department of Correction—program funds	26,634.33
Local Government Group Insurance	628.91
Department of Finance and Administration— Office for Information Resources	<u>9,547.38</u>
Total due to primary government	<u>\$ 136,134.05</u>

NOTE 4. GENERAL FIXED ASSETS

General fixed assets are recorded at cost and are not depreciated. Donations are recorded at fair value at the date of the donation.

The following changes in general fixed assets occurred during the year ended June 30, 1997:

	<u>Balance</u> <u>July 1, 1996</u>	<u>Additions</u>	<u>Deletions</u>	<u>Balance</u> <u>June 30, 1997</u>
Furniture and equipment	<u>\$94,513.03</u>	<u>\$15,304.00</u>	<u>\$11,514.00</u>	<u>\$98,303.03</u>

The following changes in general fixed assets occurred during the year ended June 30, 1996:

	<u>Balance</u> <u>July 1, 1995</u>	<u>Additions</u>	<u>Deletions</u>	<u>Balance</u> <u>June 30, 1996</u>
Furniture and equipment	<u>\$91,594.26</u>	<u>\$12,018.77</u>	<u>\$9,100.00</u>	<u>\$94,513.03</u>

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

NOTE 5. GENERAL LONG-TERM OBLIGATIONS

The following changes in general long-term obligations occurred during the year ended June 30, 1997:

	<u>Balance</u> <u>July 1, 1996</u>	<u>Increases</u> <u>(Decreases)</u>	<u>Balance</u> <u>June 30, 1997</u>
Amount to be provided for retirement of general long-term obligations	<u>\$100,533.87</u>	<u>\$18,232.78</u>	<u>\$118,766.65</u>
Accrued annual leave	<u>\$ 97,456.35</u>	<u>\$21,310.30</u>	<u>\$118,766.65</u>
Capital lease obligation(s)	<u>3,077.52</u>	<u>(3,077.52)</u>	<u>-</u>
Total general long-term obligations	<u>\$100,533.87</u>	<u>\$18,232.78</u>	<u>\$118,766.65</u>

The following changes in general long-term obligations occurred during the year ended June 30, 1996:

	<u>Balance</u> <u>July 1, 1995</u>	<u>Increases</u> <u>(Decreases)</u>	<u>Balance</u> <u>June 30, 1996</u>
Amount to be provided for retirement of general long-term obligations	<u>\$107,234.47</u>	<u>\$(6,700.60)</u>	<u>\$100,533.87</u>
	<u>Balance</u> <u>July 1, 1995</u>	<u>Increases</u> <u>(Decreases)</u>	<u>Balance</u> <u>June 30, 1996</u>
Accrued annual leave	<u>\$101,610.37</u>	<u>\$(4,154.02)</u>	<u>\$ 97,456.35</u>
Capital lease obligation(s)	<u>5,624.10</u>	<u>(2,546.58)</u>	<u>3,077.52</u>
Total general long-term obligations	<u>\$107,234.47</u>	<u>\$(6,700.60)</u>	<u>\$100,533.87</u>

**Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996**

NOTE 6. OPERATING LEASES

The agency leases equipment to carry out its activities and to administer the various grant programs. Total expenditures under operating leases for equipment were \$66,571.87 for the year ended June 30, 1997, and were \$52,117.48 for the year ended June 30, 1996. All leases except for one were cancelable at the lessee's option.

In addition, the State of Tennessee has entered into a cancelable lease agreement for space on behalf of the agency. The agency reimburses the state for these lease payments each month. Total reimbursements to the state for operating leases were \$76,080 for the year ended June 30, 1997, and \$70,605 for the year ended June 30, 1996. The agency is not obligated to continue making the lease payments should it discontinue use of the space.

NOTE 7. DEFINED BENEFIT PENSION PLAN

During the year ended June 30, 1997, the agency implemented GASB Statement 27, "Accounting for Pensions by State and Local Government Employers." In accordance with that statement, at transition it was determined that a pension liability or asset does not exist for the plan.

A. Plan Description

All full-time employees are members of the Political Subdivision Pension Plan (PSPP), an agent multiple-employer defined benefit pension plan administered by the Tennessee Consolidated Retirement System (TCRS). The TCRS administers a defined benefit pension plan that provides retirement, disability, and death benefits as well as annual cost-of-living adjustments to plan members and beneficiaries. Benefit provisions are established in state statute found in Title 8, Chapters 34-37 of *Tennessee Code Annotated*. State statutes are amended by the Tennessee General Assembly. Amendments to the TCRS are not applicable to a political subdivision unless approved by the political subdivision's governing body.

The TCRS issues a publicly available financial report that includes financial statements and required supplementary information for the PSPP. That report may be obtained by writing to the Tennessee Department of the Treasury, Con-

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

solidated Retirement System, 10th Floor Andrew Jackson Building, Nashville, Tennessee 37243-0230, or by calling 615-741-8202, ext. 139.

B. Funding Policy

As authorized by the agency's board of directors, the agency pays the total pension contribution for its employees. A small number of employees whose contribution rate was greater than 5% prior to the adoption of a non-contributory system still contribute the excess over 5%. The agency is required to contribute an actuarially determined rate; the current rate is 8.33% of annual covered payroll. The agency contributed \$215,656 (8.33% of current covered payroll) for the fiscal year ended June 30, 1997. The contribution requirements of plan members are set by state statutes and approved by the political subdivision's governing body. Contribution requirements for the agency are established and may be amended by the TCRS' Board of Trustees.

C. Annual Pension Cost

The agency's annual pension cost of \$215,656 for fiscal year 1997 met the agency's required contribution.

The required contribution was determined as part of the June 30, 1995, actuarial valuation using the frozen initial liability actuarial cost method, a projected-benefit cost method. Significant actuarial assumptions used include (a) rate of return on investment of present and future assets of 8% a year compounded annually, (b) projected salary increases of 7% a year (no explicit assumption is made regarding the portion attributable to the effects of inflation on salaries) compounded annually, (c) projected 6% annual increase in the social security wage base, and (d) projected post-retirement benefit increases of 3% of the retiree's initial benefit. The actuarial value of the agency's assets was determined using techniques that smooth the effect of short-term volatility in the market value of investments over a five-year period. Amortized book value is used for fixed-income securities. The agency's unfunded actuarial accrued liability is being amortized as a level-dollar amount of projected payroll on a closed basis. The remaining amortization period at June 30, 1995, was 22 years.

**Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996**

Three-Year Trend Information

<u>Fiscal Year Ended</u>	<u>Annual Pension Cost (APC)</u>	<u>Percentage of APC Contributed</u>	<u>Net Pension Obligation</u>
June 30, 1997	\$215,656	100%	\$0

Information is shown only for the year available. Additional years will be shown as they become available.

NOTE 8. DEFERRED COMPENSATION PLAN

The Southwest Community Services Agency offers its employees a deferred compensation plan in accordance with *Internal Revenue Code*, Section 457. The plan, available to all agency employees, permits them to defer a portion of their salaries until future years. The deferred compensation is not available to employees until termination, retirement, death, or emergency.

Section 457 plan balances have been reported as an agency fund in the financial statements. All amounts of compensation deferred under the plan, all property and rights purchased with those amounts, and all income attributable to those amounts, property, or rights, are (until paid or made available to the employee or other beneficiary) solely the property and rights of the agency (without being restricted to the provisions of benefits under the plan), subject only to claims of the agency's general creditors. Participants' rights under the plan are equal to those of general creditors of the agency in an amount equal to the fair value of the deferred account for each participant. The agency has no liability for losses under the plan but does have the duty of due care that would be required of an ordinary prudent investor. The agency believes it is unlikely that it will use these assets to satisfy the claims of general creditors in the future.

NOTE 9. CONTINGENCIES

Sick Leave—The agency records the cost of sick leave when paid. Generally, since sick leave (earned one day per month with unlimited accumulation) is paid only when an employee dies or is absent because of illness, injury, or related family death, there

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

is no liability for sick leave at June 30. The amount of unused sick leave was \$118,878.63 at June 30, 1997, and \$89,765.77 at June 30, 1996.

Litigation—The agency is involved in a lawsuit which is not expected to have a material effect on the accompanying financial statements.

NOTE 10. DONATED FACILITIES

The Tennessee Department of Health and the Tennessee Department of Correction donate office space, utilities, telephone service, copiers, and computer use and computers to the Southwest Community Services Agency. The value of the donation is not recorded in the financial statements.

NOTE 11. RISK MANAGEMENT

The agency is exposed to various risks of loss related to general liability; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters.

- A. The agency carries commercial insurance for risks of loss of its personal property and surety bond coverage for risks of employee dishonesty. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.
- B. The agency participates in the State of Tennessee's Claims Award Fund. The Claims Award Fund is an internal service fund in which the state has set aside assets for claim settlement. This fund services all claims for risk of loss to which the state is exposed, including general liability, automobile liability, professional malpractice, and workers' compensation. The fund allocates the cost of providing claims servicing and claims payment by charging a premium to the participating agencies based on a percentage of each agency's expected loss costs, which include both experience and exposures. This charge considers recent trends in actual claims experience of the state as a whole. An actuarial valuation is performed as of each fiscal year-end to determine the fund liability and premium allocation.

Southwest Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

- C. The agency has elected to provide health coverage for its employees through a health plan for eligible local governments and quasi-governmental agencies in Tennessee. The Local Government Group Insurance Fund provides access to affordable health insurance by pooling risk among the groups. The plan provides for greater stability in controlling premium increases and, through a structured managed care program, helps contain health care costs of participating members.

The plan is administered by the State of Tennessee, using a separately established fund. To this fund, premiums of participating units are deposited and used to pay claims for health care costs of participants, as well as the state's administrative costs of the plan. The agency's obligation under the plan is limited to 80 percent of the total premiums. The employees are responsible for the remaining 20 percent of the total premiums. Employees have the option of obtaining insurance through either Blue Cross Blue Shield of Tennessee, BlueCare, or PruCare. Claims are administered by these companies, which are currently under contract to provide these and other services to the state. Insurance premiums are adjusted at the end of the year based on the claims experience of the pool. Individual pool participants are not assessed additional premiums based on individual claims experience. Employees and providers have 13 months to file medical claims under Blue Cross Blue Shield of Tennessee and BlueCare and 12 months to file claims under PruCare.

Southwest Community Services Agency
 Required Supplementary Information
 Schedule of Funding Progress for
 Community Services Agency

Actuarial Valuation Date	Actuarial Value of Plan Assets (a)	Actuarial Accrued Liability (AAL) (b)	Unfunded (Funding Excess) AAL (b-a)	Funded Ratio (a/b)	Covered Payroll (c)	Unfunded (Funding Excess) AAL as a Percentage of Covered Payroll ((b-a)/c)
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6/30/97	\$1,267,480	\$1,267,480	\$0	100%	\$2,588,907.31	0%
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Information is shown only for the year available. Additional years will be shown as they become available.

Changes in Actuarial Assumptions

An actuarial valuation was performed as of June 30, 1997, which established subsequent contribution rates. As a result of the June 30, 1996, experience study, significant actuarial assumptions used in the valuation included (a) rate of return on investment of present and future assets of 7.5% a year compounded annually, (b) projected salary increases of 5.5% a year (no explicit assumption is made regarding the portion attributable to the effects of inflation on salaries) compounded annually, (c) projected 4.5% annual increase in the social security wage base, and (d) projected post-retirement increases of 3% annually of the retiree's initial benefit. The actuarial assumptions set forth in (a), (b), and (c) above for the June 30, 1997, valuation differ from the assumptions used in the June 30, 1995, valuation. The June 30, 1997, actuarial valuation also utilized a different methodology for the actuarial value of assets. The actuarial value of assets was determined using techniques that smooth the effect of short-term volatility in the market value of investments over a five-year period.

APPENDIX

SOUTHWEST COMMUNITY SERVICES AGENCY

Doug Swisher, Executive Director

BOARD OF DIRECTORS

Board Officers

Bill Rawls, Jr., Chair
Ina Yarbrough, Vice Chair
Vijayashree Reddy, Secretary/Treasurer

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Vanissa B. Holmberg
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Margaret Milam
Anne Robeson
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Bob Gray
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